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WILDLIFE SERVICES, BUREAU OF SPORT FISHERIES AND WILDLIFE,  
FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR,  
WASHINGTON, D. C. TO THE NATIONAL WOOL GROWERS'  
CONVENTION, PORTLAND, OREGON, JANUARY 21, 1966

One thing that has been of concern to you, other user groups, and the conservation organizations is the statement that control will be practiced only where there is demonstrated need and the question of how this need might be determined. It is an understatement to say that it has been of even greater concern to those

of us charged with the responsibility of determining that need. It is obvious that this should be done, but to do it under the many circumstances with which we are faced is a most difficult assignment. We think, however, that we have found the answer and that we can do this on a sound basis. It will mean utilizing the talents of many individuals, agencies, and organizations. This is what we plan to do.

We are adopting a management system of planning, programming, and budgeting. In this process, planning, programming, budgeting and reporting are all associated and tied directly to end objectives and criteria for action. Through this system it will be possible to determine whether there is a demonstrated need for animal control--and the Bureau, cooperators, and interested bystanders can see where we are going and why. It will work this way:

An annual plan of work will be developed for each State. This plan will rely heavily on land planning and zoning, and the management plans of other local, State, and Federal resource agencies. On Public Lands, it will be tied to the multiple-use concept now being applied by the Forest Service and the Bureau of Land Management. It will identify specific program objectives.

The plan will not be an animal-control plan, but a series of goals which require animal control, among other actions, if we are to achieve success. For example: One major program objective is to improve agricultural production. One facet of this objective is livestock protection to increase livestock production.

Now, if a given tract is identified by the managing agency or the owner for grazing purposes, animal control becomes one of the management tools. Carrying this thought a bit further: If we identify the lambing grounds, it is clear that during the lambing season there is a demonstrated need for intensive control. There is no room for coyotes on lambing grounds. By the same token, if an area is identified by the managing agency as a primitive or wilderness area, and grazing is not one of the planned uses of these areas, it will be clear that there is no demonstrated need, and control will not be practiced, even though peripheral control would be needed around the exterior boundaries to prevent these areas from serving as reservoirs of predation.

Using one more example: If the Bureau of Land Management or the Forest Service intends to initiate range restoration or reforestation on a given acreage, rodent control would be one of the necessary management tools to accomplish this undertaking

successfully. Here again, there is clearly a demonstrated need and a specific objective that can be spelled out in terms of a resource plan and the number of acres involved.

This concept can be applied in virtually every situation, and ultimately result in a complete State plan. When the plan is completed, in consultation with cooperators, land owners, and agencies it will be translated into a program and provide a realistic basis for preparing budget estimates. It will also serve as the basis for identifying manpower needs and selecting alternatives. If objectives exceed the realities of manpower and available funds, the monthly and annual reports would then cover progress, or lack of progress, on each of the identified objectives.

Thus, for each State in the Nation, and consolidated for each of the Bureau's regions, we will have a clear-cut course of action that can stand the scrutiny of all. But, more importantly, it will aid us in supervising more intelligently a basic resource program for the benefit of the many publics which we serve.

I should explain at this point, that the draft of our revised animal-control policy and the draft of the guidelines for program planning, budgeting, and reporting have all been prepared along these lines. The effective dates become complicated because we are not only dealing with the past and the present, but the future. Within a matter of weeks, we will be making initial budget estimates for 1968. Nevertheless, the plan I have outlined is now being put into effect. It will serve as the basis for the 1967 program now being readied for Congressional consideration and for the new requests we will make for Fiscal Year 1968.

Improved manpower utilization is an essential part of our plan to meet more effectively our responsibilities in the most economical and yet most responsible manner possible. For this we need flexibility, improved supervision, increasing use of the advances in modern technology, and an aggressive training program.

One of the means by which we intend to improve manpower utilization and keep down the costs in coping with troublesome situations is by the use of a "flying squad" or "mobile forces" technique. Men in various States are being designated as "trouble shooters." When a problem develops in a State and it is beyond the capabilities of personnel within that State, the Regional Director will send in this "flying squad," making a highly skilled team of men available to work a given area intensively. These

same men will also be used for trouble shooting within the State where they are assigned, for training new personnel, and for supervising field-testing operations. There will be "bugs" in this approach, but we mean to work them out.

Training is fundamental. To some it may seem a luxury or icing on the cake. In our view, it is a matter of the highest priority and will precede our changes in our operations. We must maintain a staff of highly skilled professionals, able to move swiftly and using the latest techniques, in harmony with other uses of the land and other public values. To this end we have already planned and initiated an intensive training and educational program that will touch every man assigned to the Division or supervised by the Division before this year is out. We are confident you will be able to see the results.

Applying new technologic advances will be extremely important in pursuing a more efficient, yet more selective program. The Bureau continues to increase its efforts to find improved methods of control through research conducted by the Division of Wildlife Research and field tested by the Division of Wildlife Services, working with cooperators. We are optimistic that the Compound DR 714 will serve as a replacement for Compound 1080 in the control of burrowing rodents. DR 714 is now being field tested.

Compound 1339 was field-tested last year here in the West for starling control at feed lots. The results were most encouraging and it is being field-tested this year on a nationwide basis. It appears to have limitations, however, since it is most applicable to situations where birds feed in large numbers, such as feed lots.

Last year we were very optimistic about a reproductive inhibitor for coyotes. More recent results, however, have shown that there are some complications which must be solved, and it will require some additional time and effort before we can look forward to the use of this tool with optimism.

Obviously, much remains to be done as we translate concept into reality. One of the first things we want to do is to seek acceptance and adoption of the new animal-control policy. We intend to consult with as many cooperators, conservation groups, agencies, and organizations as possible before it is adopted as policy by the Department. We want the best thinking available so that the new program will stand the test of field operations and

the test of time.

As we reorient the Division, we want to start off with as much mutual understanding and agreement as possible. We hope for early review, acceptance, and adoption of the new policy.

We are now improving and intend to continue to improve our communications with all field personnel. We want them to know more about what is going on in Washington as well as the Regional Offices. This is obviously a difficult and time-consuming chore, but one we intend to accomplish. It should result in keeping all of you better posted.

We are now reappraising our many cooperative agreements. As these are renewed, we intend, in consultation with cooperators, to update them in harmony with our new approach and new responsibilities.

We are completing our new organization. This has been, and will remain, contingent upon funds and personnel. The staffing patterns in the Central Office and in the Regional Offices will include personnel with competence in wildlife resource enhancement and pesticide surveillance and monitoring work. These will be in addition to the personnel now assigned to animal control.

We have heard much about the Division's morale. Let me tell you that the Division morale is excellent--this according to Army Colonel Howard A. Lukens, who is doing graduate work in personnel management at the George Washington University in Washington, D. C., and who is conducting an independent personnel study of the new Division of Wildlife Services. Colonel Lukens has pointed out to me that if he were in a position of leadership in this Division he would be greatly encouraged.

Our people look forward to the challenges of the future. They are confident and willing. There are many interesting findings of this study and they will be reported independently. Suffice to say, we now have the most important ingredient for success--willing and highly trained personnel. A high percentage of the Bureau people in the Division have degrees in resource management.

For a little over six months we have been reorganizing and reorienting the new Division, specifically the animal-control activities. Frankly, we had expected to be farther along. But, change takes time, and, in retrospect, this is good, because we

must not "go off half-cocked." And, as is to be expected, change brings apprehension and raises questions that must be answered. This in itself serves to mold and reshape a program.

Let me end on a personal note: I came to this job from the faculty of Utah State University. I returned to government, where I had previously served both with this Bureau and prior to that with the Utah State Fish and Game Department. During this entire experience, I was associated in one way or another with animal control. So, I understand and appreciate your problems and have a strong conviction and determination that our responsibilities can be and will be discharged.

I am proud to be associated with this Bureau, the Division, and the men in it. I am also proud of our responsibilities and I can assure you this is the posture the Bureau will assume in this activity.

The climate has never been more favorable for constructive, intelligent, and responsible change. There is support from the major conservation organizations and through the channels of the Federal Government involved with this program. I am confident that before your meetings this time next year, we will have made great strides forward and that you will not only be satisfied, but pleased with the new program.

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